

THIS YEAR'S BUDGET IS UNIQUE IN CITY'S ANNALS

For the first time in the history of New York city the Mayor has taken it upon himself to shoulder the personal responsibility for the expenditures of his twenty-nine departments during the coming year.

Mayor Mitchell has asked the Board of Estimate for \$69,924,957.69 to run the departments under his direct control. This is approximately from \$2,000,000 to \$16,000,000 less than has been requested during any of the previous years since 1910 for the same executive departments, despite the increasing amount of business which the Mayor's departments have been called upon to administer since the beginning of the present administration.

"The whole scheme," says the Mayor, "is to base the financial requirements of the city on a definite work programme and to treat the various departments as elements of a single, whole institution,

Appropriations Requested for Mayor's Departments Lower Than the Amounts Asked in Any Year Since 1910

the case of 1915 estimates there has been no tendency to inflate them because of expected reduction.

A mere glance at the accompanying budget chart, which shows the total requests and allowances for the Mayor's departments during the last eight years, is sufficient to prove this tendency in the past.

In round numbers it will be noted that the reductions on the requests made by the Board of Estimate and Board of Aldermen during the years 1906-13 ranged from \$7,000,000 to

the establishment of executive responsibility for the manner in which business is carried on in each of the departments under his jurisdiction is essential to the attainment of economical and efficient results in the city administration.

The decreases in some of the Mayor's departments are considerable, although the services which will be rendered by those departments during the coming year will be largely increased.

The Department of Docks and Ferries leads the list with a reduction of \$283,-

for an aggregate of \$631,150.68 more than was allowed last year. The following increases have been requested in the 1915 budget in the departments:

Department	Amount	Percent of Increase
Public Charities	\$125,000.00	2.5
Correction	\$1,250,000.00	2.5
Health	\$5,000,000.00	2.5
Street Cleaning	\$1,250,000.00	2.5
Licenses	\$5,000,000.00	2.5
Mayor	\$1,000,000.00	1.8
Park Board	\$500,000.00	3.0

As stated by the Mayor in his letter to the Board of Estimate and Apportionment, these increases are principally due to extensions in the city's social service demanded by the growth in the number of city charges in the departments of Charities and Correction, and by the wholesome extension of activity in the Department of Health.

The Department of Health asks for an increased appropriation to provide for:

Additional medical inspectors and nurses for school inspection.

Three new milk stations.

Additional surgeons and dentists for clinics.

Inspectors for children in charitable institutions.

Additional food and sanitary inspectors.

The increase in appropriation of the Department of Correction is only about \$50,000 more than was granted the department in 1912, when the total census was 700 less than it is to-day, or an equivalent of one institution smaller. It makes provision for a superintendent of industries, for one more inspector for the penitentiary, for a confidential inspector for the commissioner and for a warden at Riker's Island. It also provides for additional practical nurses for the different hospital wards of the department and for a superintendent of women and a woman's physician at the workhouse, and a physician for the Boys Reformatory. All these additions to staff are necessary in order that the Department of Correction may begin to cope with the urgent problem the drug traffic has placed upon its institutions.

The Department of Public Charities has requested an increase amounting to nearly \$300,000. This appropriation, if granted, will enable the department to construct and equip the proposed Greenpoint Hospital and will also provide for the necessary improvements contemplated during the coming year at Sea View Hospital on Staten Island.

In the concluding paragraph of his letter to the Board of Estimate the Mayor refers specifically to the Charities Department and the possible necessity of the revision of its estimates as a result of the European war. He says:

"The developments in Europe make imperative every possible economy. As a general policy of the city it will be necessary for us to carry on the current operations of the departments most conservatively and economically. Owing to the fact that the city debt we shall presently be obliged to pay the cost of certain improvements from tax levy appropriations. But it must be borne in mind that the city may be called upon to assist many brought to distress by the unsettled condition resulting from the European war. If this occurs it may prove necessary to revise the estimate for the Charities Department which is based on a continuance of the census for 1914 already increased by some 2,000 over the census for 1913.

The additional appropriation of \$5,000 requested by the Department of Licenses is for the purpose of establishing a free employment bureau for women. In the case of the Street Cleaning Department in reality there is a reduction of several thousand dollars in the amount which was requested for the department's needs in 1914, and in addition provision has been made in the request for 1915 for increasing the rate of pay of the uniformed force, which will cost approximately \$250,000.

To make the foregoing increases possible the Mayor explains that economies have been effected not only in the departments concerned but in practically all the remaining departments of the city government. Thus the Fire Department, though it will organize twenty new fire companies and extend the work of fire prevention, proposes to conduct its increased business with \$25,000 less than it was allowed in 1914.

Decreases have been made in the following departments not previously mentioned: Commissioner of Accounts, Chamberlain, Board of City Record, Examining Board of Plumbers, Parks, The Bronx, Taxes and Assessment, and Tenement House.

The total estimates remain practically the same as the amounts allowed in 1914, although in every case extensions of work are planned beyond activities supported by the present budget allowances in the boards and departments listed below.

Board of Ambulance Service.
Board of Assessors.
Board of Inebriety.
Parks, Manhattan and Richmond.
Parks, Queens.
Bureau of Weights and Measures.

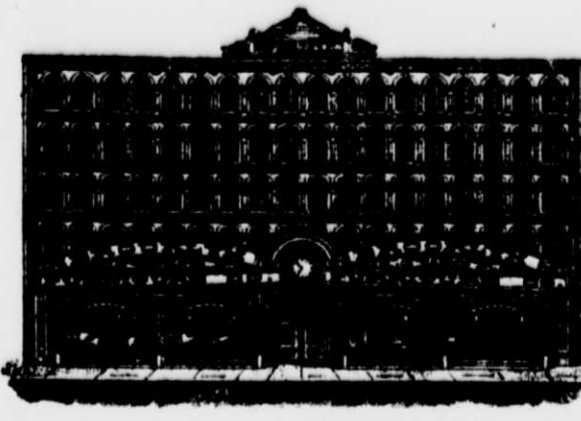
Mayor Mitchell criticizes the Legislature for refusing to authorize the creation of a division of administration and a central purchasing agency. He states that if the Legislature had passed the New York city bills establishing the latter vast economies would have been effected and that a department such as the proposed division of administration would have greatly increased the business efficiency of the city government. It is to be hoped that the next Legislature will promptly authorize the creation of this department which the Mayor so strongly advises.

Relative to the centralizing of purchases of all city departments the Mayor says:

"Building upon the constructive work of the past few years every department has sought to improve its methods and organization as rapidly as possible. Six months is not long enough to complete this work, nor to do more than make a substantial beginning. Some of our efforts to secure this improvement have been frustrated by the failure of the Legislature to grant necessary powers. Thus we are still obliged to purchase the \$14,000,000 to \$15,000,000 of supplies bought each year through several scores of purchasing agencies, when every one is agreed that a central purchasing agency along the lines followed by large corporations will effect vast economies."

In submitting his estimates to the Board of Estimate and Apportionment the Mayor emphasizes the fact that it is the sole purpose to develop the service of the city in conformance with public needs and to carry on existing

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not as independent agencies making their arbitrary requisitions on an inexhaustible city treasury."

He has found it possible to plan the work of next year without increasing the aggregate cost of the departments to the taxpayers notwithstanding added duties imposed upon the city by the State Legislature, the growth of the city and the widening of important social services.

This so-called executive budget is based upon actual needs, eliminating all non-essentials, and is presented in a form which will make clear to the Board of Estimate and Apportionment that in

\$17,000,000. The request for 1914 was cut approximately \$3,600,000.

The total appropriation requested for 1915 is \$3,661.58 less than the amount which was actually allowed for the twenty-nine Mayor's departments during the year 1914. This is unique in the annals of budget making for the city of New York. In no other instance has the request for money to run the city's executive business been less than the actual budgetary allowance for the preceding year. It indicates clearly a victory over waste and extravagance in many of the city departments and substantiates the Mayor's contention that

\$57.92. The Police Department asks for \$68,000 less than it was allowed in the 1914 budget. The Department of Water Supply, Gas and Electricity finds that it is able to reduce its allowance \$35,-

\$62.75. The Park Department, Brooklyn, shows proportionately a larger decrease than any other department of the city in requesting \$54,884.33 less than it was allowed during the present year. A reduction of \$38,950 is shown in the Law Department's estimate for 1915. The total reduction in the budget estimates for the executive departments amounts to \$634,811.78.

Seven other departments have asked

activities without waste and unnecessary expenditure of public funds. He says:

"I wish to make it clear that we have not attempted an exhaustive analysis of the requests of the departments such as is made by the representatives of the Board of Estimate and Apportionment. Despite the care exercised in the formulation of the departmental requests, and though we have sought to reflect in the requests the benefit of all improvements in method which have been established of which are in process of establishment, I hope that the same degree of thoroughness in examination will be employed by the representatives of the board in reviewing the estimates as submitted as heretofore. If it is possible to point out further opportunities for economy through improvements of methods or readjustment of organization, we shall gladly avail ourselves of carefully considered suggestions. Where reductions have been made below 1914 allowances, it has seemed wise to me to allow some latitude to the departments in the disposition of their funds, so that contemplated economies may actually be effected. This does not mean, of course, a relaxation of budgetary control. In the departments for which I have approved increases, very careful consideration has been given to

the administration for the coming year's work and reflect the current improvements in ways of doing the city's business and extensions in its services.

"It is not possible of course for any Mayor or any head of a department to determine what he will do in the coming year. Departmental activities are fixed by the charter and a multitude of special laws, but, within legal requirements, it is possible for the responsible administrators to determine, by insisting upon efficient and businesslike practices, how much it will cost to do the work committed to the respective departments.

"From the beginning of the year the Mayor has had under way, first, the study and reorganization of each department by the responsible commissioner, and, second, a general survey of the organization and methods of all departments under his control. Step by step outworn and extravagant ways of doing things are being replaced with better organization and more purposeful activity.

"A good deal of the expenditures of the city government represents nearly time long practices, much of which finds its only justification in its own activity. For this must be substituted, well thought out, systematically planned and carefully supervised

funds were asked. There is still waste, of course, and a great deal of it, but it is being eliminated, there is no longer hypocritical justification of it.

"The problem is not to go so fast that disorganization results and mere reorganization takes the place of effective reorganization. Increasingly year by year the financial estimates which constitute the Mayor's executive budget will be based upon a very definite plan of work and a very definite statement of what it is proposed to have the departments do. They will also be based upon a carefully considered organization for each department. For this preparation has already been made.

"In the general surveys of the various departments which we have been conducting for the information of the Mayor, detail administrative charts have been prepared showing how every branch of the Mayor's departments is organized and exactly what every one in those departments is supposed to do. For every employee a statement of duties has been compiled to supplement the organization charts, so that now, instead of merely asking for a greater or lesser sum than was allowed last year, we are beginning to ask for money necessary to conduct definitely stated activities prescribed by law, or made

NEXT Sunday's Sun

The War Illustrated and Described

Double page drawing of a charge of the famous French "Turcos" against the German hosts.

Rescuing German sailors after the naval engagement off Heligoland.

Belgian women in flight from their ruined homes.

Zeppelin airship soaring over the spires of Antwerp.

German rapid fire battery in action during the invasion of France.

Wonderful fortitude and heroism shown by French women in the days that tried.

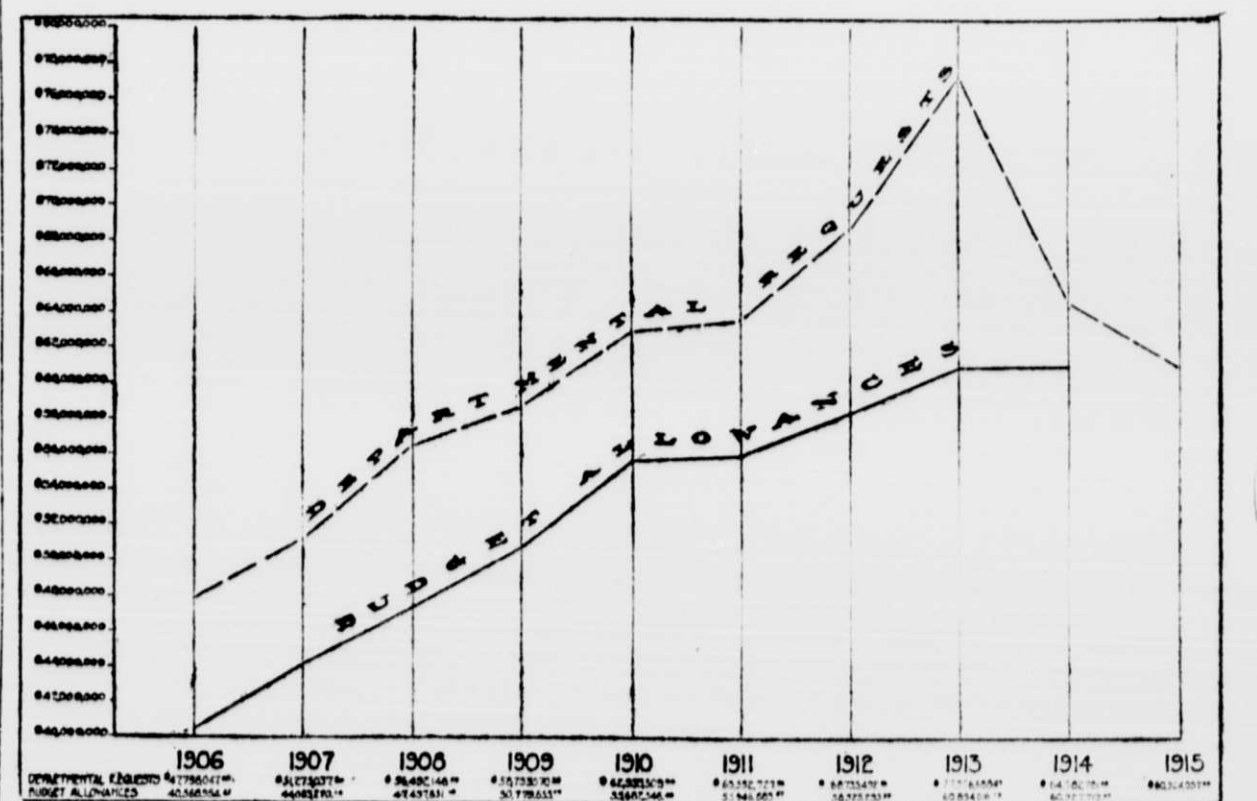
Usefulness of the Boy Scouts during the present war has surpassed all expectations.

Charles M. Pepper describes the vast German industries now paralyzed and a \$5,000,000,000 annual commerce held up.

Air forts designed to repel bomb dropping airships made necessary by recent events.

First unvarnished account of the German spy system as revealed by Dr. Graves, formerly the Kaiser's personal spy.

In Next SUNDAY'S SUN



Budget requests and allowances for Mayor's departments for years 1906 to 1914 and total requests for 1915.

next year's needs and the allowance kept to what would seem to be the lowest amount consistent with proper service."

At the Mayor's direction an examination was made of the preliminary estimates by the City Chamberlain, Henry Bruere, in order that the several requests should be made to conform to the general policy of the administration, and requests made for separate departments formulated with consideration of the needs of other departments.

Last year, at the suggestion of Mr. Bruere, Mayor Gaynor directed the various heads of departments to submit estimates for their requirements within the allowances of the current year. The purpose in making the suggestion was to compel the departments to give attention to every opportunity for economy. As Mr. Bruere explains, in the past it has been easier to obtain additional funds for new work than to find those funds by elimination of unnecessary expenditures.

Relative to the 1915 executive budget Mr. Bruere says:

"The mere statement of the amount of money required to maintain the Mayor's departments is the least part of the executive budget idea. The dollars and cents merely express a summary of the programme decided on by

activity. There is no magic recipe for bringing about these changes. It means careful study, training up of different ideals and points of view in the service, working out of better methods for work, which in many instances is without parallel in private experience, and the gradual development of an effective administrative machine.

"It is significant that the Mayor's executive budget this year was cut \$3,000,000 despite the fact that \$500,000 was added for the extension of social services. This is the meaning of the new order of business and is the goal toward which the administration is striving, namely, by eliminating waste and thoughtless, useless or mere habitual expenditure to provide funds for the very urgently needed social service activities of the government.

"Intelligent taxpayers do not oppose the justifiable extensions of city business if they are convinced that the consequent expenditures are wisely, efficiently and honestly made, but those who have succeeded in obtaining the vast increase in appropriations for the health and charities departments and hospitals during the past six or eight years have done so against the very great handicap of known wastes in many departments, often in the very departments themselves for which these

necessary by conditions in the city, to support and to carry on an organization carefully studied and shaped to fit the work and requirements of the department and to provide the necessary supplies and materials for the conduct of each of the separate branches of the city's business.

"An incalculable benefit has resulted from the greater care with which year by year the representatives of the Board of Estimate and Apportionment have made the budget. Mr. Harvey, Mr. McIntyre and Mr. Admon in the finance department have done yeoman's work in this regard which taxpayers should appreciate.

"When one speaks of the executive budget one refers to twenty-nine different departments, which comprise perhaps a thousand different activities. In making up this budget each one of these activities must be considered. To make it up properly the organization, the amount of work, the effectiveness of work in each of these branches must be carefully gone into. Of course this has not been done thoroughly in every instance in this first year, but the study, analysis and improvement is going steadily on, so that in successive years the executive budget should come to mean more and more an annual contract between responsible officials and the public they are paid to serve."